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ABSTRACT

The purposes of this study were to (1) identify issues related to women and minorities in educational administration; (2) identify and determine the effectiveness of preparatory programs in the Southeast for women and minorities in school administration; and (3) make recommendations for improving the lot of minorities and women in administration. A questionnaire was developed and mailed to 674 school districts in the 6 southeastern states, to 89 colleges and universities in the Southeast that offer educational administration programs, and to 6 state education agencies and the 6 school administrators' associations. As a result of this study, six conclusions and eight recommendations are offered with the intention to enhance the training and placement of women and minorities in educational administrative positions. A supplemental section highlights the strategies and programs for change. Appended are 42 references and lists of administrator and participant questions. (SI)

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by Sandra Tonnsen
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February 1989

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February 1989

Research Assistance Provided by Willard Pendleton and Melba Riddle

EXECUTIVE SUMMARY

The ranks of school administration are filled mostly with white males despite the fact that women and minorities fill a majority of the teaching slots. In the Southeast, concern about this continuing underrepresentation formed the impetus for a study to identify and describe administrative preparation programs that were particularly effective in identifying, recruiting, training, and placing female and minority educational administrators in the region.

The purposes of the study are to: 1) identify issues related to women and minorities in educational administration; 2) identify and determine the effectiveness of preparatory programs in the Southeast for women and minorities in school administration; and 3) make recommendations for improving the lot of minorities and women in administration.

To be judged "successful," programs had to meet two criteria:

* 50 percent of the minorities and women participating in the program within the past five years must have been placed in administrative positions, and
* the perceptions of the women and minority participants about the experiences and assistance provided by the preparation program must have been positive.

A questionnaire was developed and mailed to all school districts in the six southeastern states (674), to all colleges and universities in the Southeast that offer educational administration programs (89),and to the six state education agencies and the six school administrators' associations. Data were collected from institutions that indicated that they had relevant programs, and case studies developed about the successful ones. Conclusions and recommendations include:

CONCLUSION: Few formal programs exist specifically for the training of prospective minority and female school administrators. This study identified only 11 such programs, and several of these are either in their first year of implementation or still in the planning stages. Only two, one in a school district and one in a university, met the criteria for success.

RECOMMENDATION: State education agencies, state school administrators' associations, local school districts, and colleges and universities that offer programs in educational administration should implement programs to alleviate the underrepresentation of minorities and women in administrative positions.

RECOMMENDATION: Once such programs are operating, a concerted effort should be undertaken to analyze their effectiveness in training and placing participants.

CONCLUSION: A lack of understanding of the unique problems minorities and women face as they seek ands assume administrative roles continues to exist.

RECOMMENDATION: Women and minorites must continue to pressure policymakers to respond to their special needs which arise from their differences from the white male administrator.

RECOMMENDATION: Graduate courses in administration should include content related to problems faced by female and minority administrators.

CONCLUSION: Although placement of participants into administrative positions may be the ultimate goal of training programs for women and minorities, other positive results can be anticipated.

RECOMMENDATION: Goals for administrator training programs for minorities and women should include 1) development of an awareness of career options; 2) improved self-awareness; 3) knowledge of how to balance the various components of a life; and 4) skill development.

CONCLUSION: In some cases in which specific programs do not exist, other efforts are being undertaken to enhance the training and placement of women and minorities in administrative positions.

RECOMMENDATION: Along with the development and implementation of special administrator training programs for women and minorities, other ways to facilitate their training and placement should be explored and initiated.

CONCLUSION: The training of the mentor/supervisor and the relationship between the mentor/supervisor and the intern/participant a critical aspects of a success ful administrator training program for minorities and women.

RECOMMENDATION: Special consideration should be given to establishing and maintaining positive mentor-mentee relationship.

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INTRODUCTION

The ranks of school administration are filled mostly with white males. despite the fact that women and minorities fill a majority of the teaching slots. Among the reasons for the underrepresentation of women and minorities in educational administrative positions are both overt and covert discrimination; the "women's-place" theory; the obligations of family; the paucity of same gender, same race role models; and the lack of appropriate training. Increasingly there are women in graduate programs training to become school administrators (Shakeshaft, 1987) but they are not being hired for administrative positions. There is,however, a diminishing pool of blacks enrolled in graduate preparation programs (Middleton, 1988).

The percentage of female elementary and secondary principals has declined drastically. In 1905, when 97.9 percent of elementary teachers were women, 61.7 percent of their principals were women. In 1984-85, when 83.5 percent of elementary teachers were women, the percentage of women in elementary principalships had dropped to 16.9 percent. The percentage of female secondary principals dropped from 7.9 percent in 1928 to 3.5 percent in 1984-85 although 50 percent of the secondary teachers were women. The percentage of female superintendents has increased slightly, from 1.6 percent in 1928 to 3 percent in 1984-85 (Shakeshaft, 1987) to 5 percent in 1987-1988 (AASA 1988). The impact of the virtual absence of female school administrators is profound because many students, both male and female, never see a woman in a leadership position.

The percentage of minorities in administrative positions is also low. In 1978, only 11.5 percent of all administrative positions were held by minorities, 8.1 percent by minority men and 3.4 percent by minority women (Haven, et al., 1980). While the percentage of minority students is approximately 30 percent (Stearn, 1987) and the percentage of minority teachers is slightly over 36 percent (Keane, 1987), only 6.3 percent of high school principals nationally are minorities (3.8 percent black, 1.7 percent Hispanic, and .8 percent other). This figure has risen only 2 percent over the past ten years. Furthermore, only 3 percent of the superintendents nationwide are minorities (Jones and Montenegro, 1985; AASA, 1988).

Shakeshaft (1987) reviewed the strategies that have been employed to increase the number of females in educational administration and their documented outcomes. Although she identified a number of programs, including the American Association of School Administrator's AWARE (Assisting Women to Advance through Resources and Encouragement) and Hofstra University's course for female school administrators, she found only one program that had documented successes in actually placing females in administrative positions. FLAME (Female Leaders for Administration and Management in Education) has been successful in terms of administrative placement. According to Shakeshaft,

because of FLAME, three female educational administration professors had been hired. FLAME also reported that most of the interns in the program were offered jobs at the end of the field experiences and that two FLAME participants wrote grant proposals that resulted in jobs for themselves.

Even less is known about the existence or success of programs designed specifically for prospective minority administrators. The scarcity of female and minority school administrators and the lack of information regarding the success of the few programs that target their training and employment form the background for this study.

The purposes of this study were to: 1) identify issues related to women and minorities in educational administration; 2) identify and determine the effectiveness of preparatory programs in the Southeast for women and minorities in school administration; and 3) make recommendations for improving the lot of minorities and women in administration.

To collect preliminary data for the study, a questionnaire was developed and mailed to school districts, colleges and universities that offer school administration programs, state departments of education, and state administrator associations. On-site visits and interviews with program staff and participants provided the basis for the case studies and the recommendations. Findings from the study provide decision makers in the Southeast with the basis for a better understanding of: 1) the scarcity of women and minorities in administrative positions; and 2) the effective programs that have been implemented to assist women and minorities in their search for administrative positions.

REVIEW OF RELATED LITERATURE

This review of literature provides a perspective on the issues related to women and minorities in school administration and a basis for understanding the reasons for program success. The review is presented in two sections: 1) literature providing an historical view of the position of women and minorities in administration, and 2) literature offering explanations for their underrepresentation.

Historical Perspective

Women have been underrepresented in the administrative ranks for at least 100 years. In the early days of public school, teachers performed all duties, including administration. The teacher in charge of administrative tasks was termed the "lead teacher" or "head teacher." At the end of the 1800's, the superintendent was the only person who did not teach, but by 1929, there were layers of management, including principals, assistant principals, specialists, directors, and clerks (Shakeshaft, 1987). Male teachers outnumbered female teachers until 1856; since that time, women have been the majority in the teacher ranks (Koontz, 1972). Women have never been the majority in administration.

Until after the Civil War, blacks were excluded from public schools in the Southeast. Public education for blacks began after Reconstruction. As late as 1957, 21 states and the District of Columbia provided separate education of the races (Valverde & Brown, 1988). All black schools were taught and administered by blacks.

The years between 1900 and 1930 were sometimes referred to as the "golden age" of women in administration because women occupied a majority of elementary principalships (55 percent in 1928). However, they never achieved significant representation in secondary principalships (7.9 percent in 1928) or district superintendencies (1.6 percent in 1928) (Shakeshaft, 1987; Ortiz & Marshall, 1988). The general pattern in both black and white schools was that women taught while men supervised, evaluated, and managed.

In the 1950's, the movement to consolidate small school systems into larger districts almost always resulted in women administrators in smaller districts losing their jobs to male administrators (Shakeshaft, 1987). In 1951, 6 percent of high school principals were female; and in 1956, 4.4 percent were female (Bach, 1976). The focus during the 1950's on desegregation, heralded by the Supreme Court decision of Brown v. Board of Education of Topeka (1954), emphasized access of black children to the same facilities and opportunities as white children not representation of black educators in administration (Valverde & Brown, 1988). When schools were consolidated in the 1950's and 1960's, white males were retained as supervisors at the expense of black administrators (Shakeshaft, 1987). "From 1967 to 1970, the number of

black principals in North Carolina declined from 670 to 170; in Alabama from 250 to 40; in Mississippi from 250 to almost zero. In Louisiana between 1966 and 1971, the number of black principals fell from 512 to 363 (Valverde & Brown, p. 149).

The imbalance of females and minorities in administration continued in the 1970's and 1980's. In 1984-1985, AASA reported women and minorities in 21 percent of the principalships and blacks in 9.8 percent, and, in 1988; AASA reported women holding 51 percent of principalships and minorities, 28 percent.

Causes of Underrepresentation

Explanations for the underrepresentation of women and minorities in administration generally fall into four categories: 1) socialization and role conflict, 2) aspirational levels, 3) discrimination, and 4) limited access.

Socialization and Role Conflict

The notion that socialization is a limitation for women focuses on the idea that women have been trained to fill nurturing roles rather than leadership roles in society. Weber, et al., (1981) note that society conditions both men and women to believe that women are not as capable of holding leadership positions as men. This notion has been examined in a number of studies. Bowers, et al., (1979) identify socialization, career aspirations, opportunities, two-career families, role conflict, administrative capabilities, mobility, age, training, admissions requirements and other interpersonal factors that contribute to the underrepresentation of women in vocational education administration. Valverde & Brown (1988) note that "historical events, societal values, minority attitudes and attitudes toward minorities" all contribute to role conflict for black administrators (p. 153).

Aspirational Levels

One by-product of socialization and role conflict of women examined in the literature is that women may not aspire to leadership roles. The majority of the research reviewed (Schneider, 1988; Dopp and Sloan, 1986; Schmuck, 1975) indicates lowered aspirational levels of women as at least partly responsible for the underrepresentation of females in the field of administration. In a comprehensive analysis of the woman administrator's role, Schmuck (1975) notes that "men are encouraged, expected, and even pressured to be upwardly mobile and professionally successful; women are not expected to pursue successful leadership positions. Both men and women communicate these expectations to one another" (p. 46).

The discussion of aspirational levels of females has often been explored as a corollary of low self-esteem or self-image. Schmuck (1977) lists lack of confidence and low self-image as internal barriers preventing women from considering school administration. Schneider (1988) notes that one of the most formidable barriers to women has been lack of personal self-confidence, and Hafner (1988) supports the idea that women have lower self-esteem than men.

The self-esteem of minority educators may be adversely affected by such practices as assignment of minority teachers to schools for predominantly minority students or to remote classrooms and assignment of minority administrators to programs identified with minorities (Valverde and Brown, 1988).

Discrimination

"Literally hundreds of studies have documented direct discrimination against women, whether from negative attitudes toward women or from behavior that was harmful to them" (Shakeshaft, 1986, p. 501). Much has been written about discrimination against women in the educational field. Most authors acknowledge that discrimination against women and minorities in education begins in the K-12 years, citing curricular and educational practices in the schools that are sex-biased. Sutherland (1981) documents extensive evidence of sex bias in the schools, calling sex bias "the hidden curriculum" that must be confronted daily (p. 128).

Fishel and Pottker (1977) found school boards to be dominated by males--from 1920 to 1972, the percent of women on school boards in the United States was as low as 8 percent, but never higher than 24 percent--and cite this as the primary cause of discrimination against women as administrators.

Although discrimination against minorities is not often addressed in the literature, perhaps because of its obvious historical roots, de facto discrimination is evidenced by the statistics. In 1978, only 11.5 percent of all administrative positions were held by minorities, 8.1 percent by minority men and 3.4 percent by minority women (Haven, et al., 1980). Ten years ago, minorities held 4 percent of the high school principalships. Today, they hold 6 percent.

Yeakey, et al., (1986) point out that the abolition of discrimination would mean not only equal pay and equal opportunity, but equal status and equal representation. The larger body of organizational literature suggests, irrespective of attitudes and training programs, that no real change will occur until it is accompanied by broader societal change. That is, the basic problem of the exclusion of minorities and women from administrative positions is the subordinate role of women and minorities in all parts of society (p. 137).

Limited Access

Limited access for women to administrative positions is not a new phenomenon. The National Education Association (NEA) at first admitted only men, and until the 1970's, Phi Delta Kappa was an all-male organization (Shakeshaft, 1987). Other authors point out that there has been no significant change in the status of women since the Civil War (Maienza, 1986).

Valverde's research verifies that administrators in one large urban school district agreed that minorities and women did not possess the attributes necessary for administration and were either discouraged from pursuing careers in administration or were placed in quasi-administrative posts.

This review of the literature substantiates the claim that it is, indeed, a "white man's world" in educational administration. What happens to women and minorities in the future as they seek administrative positions will be determined in part by what is done to help them today. The study described in the remainder of this report will, hopefully, provide an impetus for creating strategis that will, indeed, facilitate their success.

METHODS

Data for the study were gathered through two distinct and multilevel procedures: 1) written surveys and 2) personal interviews. The first procedure yielded general data, while the interviews allowed the investigators to probe into more specific areas. To be judged "successful," programs had to meet two criteria:

- 50 percent of the minorities and women participating in the program within the past five years must have been placed in administrative positions, and
- the perceptions of the women and minority participants about the experiences and assistance provided by the preparation program must have been positive.

The first step in the study was to identify training programs designed specifically for women and/or minorities. A questionnaire was developed and mailed to all school districts in the six southeastern states (674), to all colleges and universities in the Southeast that offer educational administration programs (89), and to the six state education agencies and the six state school administrators' associations. The institutions/agencies were also asked to provide the names and addresses of organizations that offered administrator training programs specifically for women and/or minorities if they themselves did not. This question provided for cross-checking and reduced the possibility of failing to identify and thus excluding a program from the study.

A second questionnaire was sent to those institutions/agencies that indicated they had programs as well as those that had been referred to the investigators by respondents to the initial survey. The purpose of the second questionnaire was to obtain basic information about the programs including the number of participants who had been placed in administrative positions.

A third questionnaire was sent to all institutions/agencies that had administrator training programs for women and/or minorities. It asked the respondents to identify participants and to provide their addresses and telephone numbers. Some of the institutions/agencies could not provide the investigators with this information.

In subsequent telephone conversations with the training directors at the nonresponding institutions, the investigators agreed to send copies of the fourth questionnaire directly to them so that they could distribute them to the participants. The fourth questionnaire was designed to obtain information about the training program directly from the participants and to ascertain their perceptions as to the quality of the program and its impact on their administrative placement.

Once the data were analyzed, arrangements were made to visit the "successful" programs in order to interview program staff and participants. Two interview guides were developed, one for the program staff and one for

the minority and women participants. Although adherence to the predetermined interview questions was maintained, investigators were also encouraged to probe and ask additional questions to help them better understand the idiosyncrasies of each particular program. At each site, at least five participants were interviewed. The interviews with in dividual participants lasted from 30 to 45 minutes; program staff inter views were slightly longer. Where face-to-face interviews with partici pants were impractical, telephone interviews were conducted.

During each of the interviews, notes were taken that were transcribed and used in the development of the case studies. These case studies demonstrate that successful administrator training programs for women and minorities can be designed and suggest programmatic factors that contribute to their success.

FINDINGS

From the 674 initial surveys mailed in an attempt to identify the existing training programs designed specifically for women and minorities, referrals from original questionnaires, and subsequent telephone calls, eight programs were tentatively identified. Two of these are specifically for women, three specifically for minorities, and three for both women and minorities. The data collected about these programs revealed that only three of them had placement rates higher than 50 percent and met one of the preestablished criteria for being defined as "successful" in this study. Three programs were begun in the Fall of 1988 and, therefore, placement data were not yet available. (The Appendix contains references to literature recommending strategies for change along with descriptions of additional programs designed to increase the number of minority and female administrators).

Questionnaires sent to the participants of the three "successful" programs indicated that they had positive feelings about the quality of their programs and about the impact on their administrative placement. Table A displays these findings:

TABLE A

Participant Response* to Survey

Program	A N=5	B N=5	C N=5
Rate the quality of the experiences provided in the training program.	5	5	4.2
Rate the degree to which the training program contributed to your placement.	4.6	4.25	4.0

*Average rating on a scale from 1 to 5, with 5 as highest rating and 1 as lowest.

To develop a case study of each of these programs, the investigators conducted on-site interviews and inspection of the programs' documents which confirmed the existence of two formal programs designed specifically for women and/or minorities. The Duval County (Jacksonville, Florida) School District-

operates an Administrative Intern Program (AIP) for minorities and women. The University of South Carolina's Minority Administrators Program (MAP) is designed specifically for black minorities. (As a precaution against possible bias, the individuals who conducted the interviews at this site were not formally associated with the program.) During the visit to the third site, it was found that no formal program existed specifically for women or minorities. The assistant principalship appeared to be the "program," allowing assistant principals to get on-the-job training and to attend administrator workshops. All assistant principals were afforded these experiences; nothing different or special was offered to women and minority assistant principals. Therefore, a case study was not developed for this site.

CASE STUDIES

Administrative Intern Program (AIP)
Duval County (Jacksonville, Florida) School District

The Duval County School District is a metropolitan school district of approximately 104,000 students. The district lines are contiguous with the county lines. Although Duval County operates several different training programs for school administrators, one is designed specifically for women and minorities. The Administrative Intern Program (AIP) was begun in 1980. Its purpose is threefold: 1) "to address the need for securing a balance of staff in each division that approximates the general composition of the relevant external labor market, 2) to broaden the base from which future administrators might be identified, and 3) to render the trainee more competitive with respect to the screening process" (Tillman, 1983, p. 3).

The following factors are considered in the selection procedure (Tillman, 1983):

*State certification requirements
*Letter of application
*Other recommendations or credits
*Positions screened and passed
*Verbal/quantitative/organizational skills
*Special recognition of strengths required in a division

A team of eight district-level administrators- the Affirmative Action Officer, and a representative from each of the seven divisions (Administrative Affairs, Business Affairs, Facilities, Instruction, Educational Services, Personnel, and Administration and Instructional Auditing)- makes the selection decisions. The goal is to select "one trainee from each of the underutilized categories: white female, black female, black male" (Tillman, p. 5). Thus far, however, the number of black females in the program far outweighs the number of black males and white females. Each year three potential administrators are chosen to participate in the program. The training lasts for the entire school year, and each of the participants receives his/her base teacher salary with no supplement. The participant is transferred from his/her school assignment to the district office. During the internship year, the participant is assigned alternately to two or three areas within the district office, determined primarily by the participant's interests, needs, and talents. The administrative head of the division acts as the mentor. The staff of the Management Development Center and the Affirmative Action Officer serve as consultants and advisors.

One participant's written description of the training activities provided in the program gives an overview of the program:

> After perhaps a week or two of careful observation of the daily activities of the selected administrators within a department, we were allowed to role play. We were assigned projects deemed appropriate for a particular department; we attended and were involved in departmental meetings; we attended community and school-based functions and represented the school board as district-level administrators. We engaged in activities which required us to be able to make administrative decisions; we were afforded the opportunities to learn and know the duties and responsibilities of at least 95 percent of the administrators in the county. Our daily experiences made it possible for us to learn policies and procedures of the Duval County School Board and state rules and regulations applicable to education.

Among the specific activities described by other participants were:

- *Learning to use computers and logging new information into various student records.
- *Researching test scores for the previous six years to see which test items should be deleted or reviewed.
- *Attending a workshop on "Principals as Instructional Leaders".
- *Working with Research and Development in writing a grant proposal.
- *Reviewing many films and gathering materials for an in-service project on critical thinking for television.
- *Learning how board agenda items are determined.
- *Helping to revise the Research and Evaluation Handbook.
- *Calculating Compensatory Education student data.
- *Staffing the summer programs.
- *Providing orientation for new teachers.
- *Assisting with the development of the potential National Merit Scholar program.

In addition to observing and doing, participants maintain a log of the program activities and attend counseling sessions scheduled by the personnel division. At the conclusion of their experiences, the participants "write a summative evaluation of their training involvement which includes the interrelationship between areas (within the division) and the division as a whole with respect to functions and objectives" (Tillman, p. 6). Participants are also evaluated by the division heads who supervise the internship.

Since the inception of Duval County's Administrative Intern Program in 1980, twenty-five of the twenty-eight interns have been placed in administrative positions, nineteen in schools and six at the district office.

The former participants are extremely positive about their internship experience. Several of them indicated that the experience helped them to make career decisions and exposed them to many opportunities for growth and gave them confidence in themselves. One participant said, "Once you go through it (the internship), you feel that you can do anything." Another said, "It (the internship) mentally prepared me because I was getting a taste of the administrative role."

Minority Administrators Program (MAP)
Department of Educational Leadership and Policies
University of South Carolina

The Department of Educational Leadership and Policies is one of three departments in the College of Education at the University of South Carolina, a state institution consisting of a main campus and eight regional campuses, serving a total of 38,982 students. The department offers graduate degree programs in curriculum and instruction, higher education administration, and educational administration (K-12). The Minority Administrators Program (MAP) is designed specifically for black prospective school administrators. MAP was begun in 1986. Its purpose is threefold: 1) to identify and prepare a cadre of minority educators to serve as public school administrators, 2) to enhance the problem-solving skills of prospective administrators, and 3) to place minorities in administrative positions.

Interns are selected through a process that includes: 1) a written application (including references), 2) structured interviews, 3) assessment of transcripts and test scores (GRE or MAT), and 4) a writing sample, using in-basket type items. Paper credentials are screened by the program coordinator; the structured interviews are conducted by a team consisting of principals, College of Education faculty, and State Department of Education personnel.

The MAP program is coordinated by a faculty member in the Department of Educational Leadership and Policies who organizes recruitment, selection, and training activities associated with the program. However, interns are actually sponsored by a school district, which pays their salary at the teacher level and frees them of teaching tasks so that the entire year is spent as an administrative intern. Because State Department of Education sponsors a Principal Apprenticeship Program (PAP), it is possible for the MAP intern to participate in both programs concurrently, thereby having one-half of his/her salary paid by the state.

The MAP program consists of: 1) shadowing a highly competent principal, 2) undertaking "normal" supervisory responsibilities, and 3) attending seminars designed specifically for the interns. The seminars are both structured and unstructured. At the structured seminars, participants learn about conflict management, develop their communication or interviewing skills, and learn how to be more assertive. The unstructured programs allow for group support and feedback on day-to-day problems faced by the interns.

Near the end of the internship year, the participants are encouraged to apply for administrative positions. In preparation for their job search, they develop resumes and participate in videotaped interview simulations. A team made up of a parent, principal, teacher, superintendent, and university faculty member interviews and evaluates each intern. The project director then uses this feedback to help the interns develop more effective interviewing skills.

Following the intern program, considerable time and effort are expended in an attempt to place the interns in appropriate administrative positions. Of the sixteen interns who have participated in MAP since 1986, fifteen have assumed administrative positions. Seven are now principals, seven are assistant principals, one is a curriculum coordinator, and one has returned to the classroom as a teacher. Additionally, six of the interns are pursuing doctoral degrees.

MAP interns are enthusiastic in their praise of the program. One said that the program helped to show him the positive aspects of the principalship and provided him and the other interns with a sense of purpose. Several interns commented on the support given by the program director. One said:

> She was sensitive to my needs and she delighted in my successes. She was always willing to listen to my concerns. She shared with me her ex periences as a school administrator to help me gain a deeper understanding of my tasks.

Another said:

> It (MAP) helped me reach goals I never dreamed possible. This has been a fantastic experience for me, one that has certainly made a difference in my life.

CONCLUSIONS AND RECOMMENDATIONS

As a result of this study, we offer six conclusions and eight recommendations intended to enhance the training and placement of women and minorities in educational administrative positions.

CONCLUSION: Few formal programs exist specifically for the training of prospective minority and female school administrators. This study identified only 11 such programs, and several of these are either in their first year of implementation or still in the planning stages.

> Recommendation: State Education Agencies, state school administrator's associations, local school districts, and colleges and universities that offer programs in educational administration should implement programs to alleviate the underrepresentation of minorities and women in administrative positions.
>
> Recommendation: Once such programs are operating, a concerted effort should be undertaken to analyze their effectiveness in training and placing participants.

CONCLUSION: A lack of understanding of the unique problems minorities and women face as they seek and assume administrative roles continues to exist. More administrator training programs for women and minorities would exist if there were deeper understanding of and empathy for the problems these individuals encounter. Two quotations from the questionnaires illustrate this problem: "We are an all white county with one administrator who is 1/16 Indian! Only two minority teachers." And, "We have ethnic minorities and women in our programs. Why do we need a special program??" (punctuated as submitted by respondents).

> Recommendation: Women and minorities must continue to pressure policy makers to respond to their special needs, which arise from their differences from the white male administrators.
>
> Recommendation: Graduate courses in administration should include content related to problems faced by female and minority school administrators.

CONCLUSION: Although placement of participants into administrative positions may be the ultimate goal of training programs for women and minorities, other positive results can be anticipated.

Although programs that did not meet the criteria for success in this study were not investigated in depth, two examples lead to this conclusion. The Mississippi Educational Administration Leadership Institute for Women (offered jointly by the University of Southern Mississippi, the Mississippi State Department of Education, the Bureau of Vocational, Technical, and Adult Education, and the Miami Desegregation Assistance Center) has served 167 women (35 percent are black) since 1983. Their placement rate is 22 percent, but

conversations with staff members reveal positive effects beyond placement. One said, "We've changed lives. We've helped women better understand themselves." Staff feel that in some cases they have helped women decide that administration in not the appropriate career route for them.

The Department of Educational Leadership and Policies at the University of South Carolina offered a course designed specifically for prospective and recently hired female school administrators for the first time during the summer of 1988. It was not designed to place women in administrative positions but to increase women's awareness of the issues related to women in administration and to improve their leadership and communication skills. Student responses indicated that these goals were reached.

> Recommendation: Goals for administrator training programs for minorities and women should include 1) development of an awareness of career options; 2) improved self-awareness; 3) knowledge of how to balance the various components of a life; and 4) skill development.

CONCLUSION: In some cases in which specific programs do not exist, other efforts are being undertaken to enhance the training and placement of women and minorities in administrative positions. Our study revealed several informal efforts to help women and minorities enter administrative positions. They may come in the form of women and minorities receiving vacancy announcements, being sent to workshops and seminars, or participating in assessment centers. One university program in educational administration reported having the right to waive certain admissions requirements for up to 10 percent of their applicants.

> Recommendation: Along with the development and implementation of special administrator training programs for women and minorities, other ways to facilitate their training and placement should be explored and initiated.

CONCLUSION: More information regarding components of successful administrator training programs designed specifically for women and minorities is needed. The two programs deemed "successful" in this study share some common characteristics. Both have close ties to school districts; both offer internships in which participants get hands-on experience. There may be other programmatic factors that lead to the placement of women and minorities in administrative positions.

> Recommendation: We must continue to study programs that are successful in terms of placement and compare those programs to those that are not.

CONCLUSION: The training of the mentor/supervisor and the relationship between the mentor/supervisor and the intern participant are critical aspects of a successful administrator training program for women and minorities.

The interviews conducted for this study, revealed that the quality of the individual participant's internship experience was tied to the ability of the mentor/supervisor to provide him/her with appropriate experiences and support.

Some interns indicated that the supervisor was, at times, too busy to give them the instruction they needed. Others stated that they spent some of their time performing clerical tasks, such as getting out the mail.

Recommendation: Special consideration should be given to establishing and maintaining positive mentor-mentee relationships.

APPENDIX

FROM THE LITERATURE: STRATEGIES AND PROGRAMS FOR CHANGE

This section is provided as a supplement to the study. In it some of the strategies that increase the number of women and minorities in school administration are highlighted. It also includes a list of programs that have been initiated to help women and minorities succeed in school administration.

Strategies for Change

Suggestions for strategies designed to change such conditions as socialization patterns, low aspirational levels, discrimination, and limited access for women and minorities generally fall into the following categories: improved preparedness of aspirants, development of sponsorships and networks, and overall organizational change (Shakeshaft, 1987; Schneider, 1988).

Improved Preparedness

In a recent study of the employment selection criteria used by school districts to select secondary school principals, Truesdale (1988) found that 99 percent of the sampled districts required certification, 85 percent of the districts required a Master's degree, and 54 percent of the districts required previous administrative experience, usually 3-5 years. These findings are consistent with previous literature. Moore (1981) and McLure and McLure (1976) noted that experience is a vital component in the preparedness of aspirants. The problem for women and minorities becomes how to obtain the needed administrative experience.

Many authors (McLure and McLure, 1976; Moore, 1981, Shakeshaft, 1987; Valverde and Brown, 1988) advocate that, given the manner in which school districts select administrators, women and minority aspirants should avail themselves of every opportunity to receive experience in a wide variety of settings.

One method of gaining administrative experience through internships. Gallagher (1988) reports that emphasis on requiring administrators to have effective and intensive preservice field-based learning experiences has increased. State education agencies have increasingly endorsed the need for prospective administrators to learn about administrative duties through planned field experiences. In the last fifteen years, the number of states requiring field experiences as a part of initial administrative certification standards has risen from ten to twenty-five.

Development of Sponsorships and Networks

A 1978 study by Fisher found that 40 percent of the men but only 17 percent of the women, were encouraged by an administrator to apply for administrative positions (Shakeshaft, 1988). Many studies emphasize the benefits to

be gained from a mentoring relationship but suggest that such relationships are not readily available to women (Haring-Hidore, 1987; Swoboda and Millar, 1986; Marshall, 1984). Swoboda and Millar (1986) note that mentors tend to choose as mentees people of the same class, ethnic background and gender. "This tendency toward homogeneity' in small working groups had the effect of excluding not only minorities but also women from the small decision-making circles at the tops of institutions" (p. 10).

A recent study of over two hundred female aspirants in Wisconsin (Schneider, 1988) found that "an overwhelming number of women respondents indicated that a clear lack of role models and informal networking systems was a problem" (p. 7). The respondents stressed the importance of being included in networks that include male administrators because they are the power holders. Indeed, Ortiz and Marshall (1988) cite sponsorship as one of the causes of discriminatory hiring practices. "To date, sponsorship has contributed to the perpetuation of school-based professionals divided by gender into separated instruction and management camps" (p. 126).

Related to sponsorship is the need to have access to a network that will provide information on job openings and administrative strategies as well as visibility and support. Schmuck (1976) and Shakeshaft (1987) cite studies showing that women have traditionally been excluded from these networks and thus have not heard about vacant administrative positions. Shapiro (1986) defines sponsorship as "tapping interpersonal networks that facilitate career development and access to information " (p. 176), indicating that before sponsorship can take place, aspirants must develop networks that provide information about position availability and encouragement in the application process. Valverde and Brown (1988) discuss the critical impact of sponsorship on the upward mobility of minority administrators: "Educators in a position to sponsor career mobility were not fully aware or supportive of cultural pluralism and loyalties" (p. 152). There has been an attempt to develop formal networks through programs and workshops geared toward enhancing the position of women in administration. Those workshops and programs are listed below under "Programs for Change."

The literature advocates strategies for developing networking systems such as a the formal model proposed by Shapiro (1986). She advocates establishing a consortium of women teachers and administrators who would develop a model that uses teachers both as instructors and managers in their respective schools. Wiggins and Coggins (1986) and Shakeshaft (1987) call for providing enhanced visibility for women in professional organizations and establishing internships geared especially for women.

Overall Organizational Change

Perhaps the most permanent change strategies recommended in the literature involve organizational and societal change. Kanter's (1977) work on organizational structural barriers to women provides a base for many studies. Kanter's organizational theory proposes that women's access to leadership roles is a function of three structural elements in organizations--opportunity, power, and relative representation. Opportunity is determined by promotion rates, as well as range and length of career paths. Power, the ability to

manage resources, increases when one's tasks are visible and highly relevant to the organizational goals. Relative representation is the degree to which one individual is represented in the organization by others like himself/herself (Kanter, 1977). Maienza (1986) noted that since women are not afforded opportunity and do not have relative representation (i.e., role models), they cannot develop power. Shakeshaft (1987) states, "Women's so-called lack of aspiration in administration might more accurately be seen as an expected response to a lack of opportunity" (p. 91). Studies by Edson (1988) supports Kanter's thesis. She found that once organizational barriers are removed, and women encouraged to apply for positions, they begin to attain administrative roles. Changing organizational structures in education is viewed as a necessary major step in achieving equity.

Kanter's theory can easily be applied to minority administrators because relatively few black administrators serve as role models and other black educators are less likely to aspire to administrative positions. Black administrators have historically been subject to de facto discrimination and have not had opportunities for advancement. Middleton (1988) notes that the number of blacks entering graduate schools of education dropped 19.2 percent between the 1976-77 academic year and the 1985-86 academic year, indicating a diminishing pool of blacks interested in administration.

Programs for Change

In the 1970's and 1980's, there were many attempts to increase opportunities for women and minorities through programs designed specifically to address their problems. Activities in women's training programs focused on providing training identified as most valuable to them. Moore (1981) lists examples of sources or topics offered: Organizational Structure, Budgeting and Finance, State and Federal Legislation, Developing Supervisory and Managerial Skills, Human Relations, Issues of Equity, Barriers for Women, Networking, Role Models and Sponsors, and Assertive Social and Professional Behavior (p. 29-30). Most of the programs were federally funded during the 1970's. As funding diminished, so did the programs. Results of these training programs can be generalized as increased self-confidence, visibility, and networking skills. The programs were considered successful for the most part because they identified a pool of aspirants with good credentials who were available for administrative positions (Kimmel, et al., 1979).

Specific studies of the effectiveness of these training programs are few. Jones and Montenegro (1982) conducted a study of 107 women school administrators, 75 of whom attended workshops for women funded by the Ford Foundation and sponsored by the American Association of School Administrators (AASA). The study describes the effects of the AASA training, focusing on personal and professional characteristics, job-seeking strategies, and internal and external barriers to women's upward career mobility. Conclusions indicate that the AASA training decreased trainees' external barriers and taught women to promote themselves.

-----Sex Equity in Education Leadership (SEEL) was a program in Oregon that identified women teachers and students and provided them with information about possible entry strategies into

school administration.

-----Internships, Certification Equity/Leadership and Support (ICES) awarded scholarships to allow women to attend university summer sessions and ICES workshops on topics such as conflict management, business, and the politics of education. ICES interns spent 10 months in structured school district experiences in Kansas. ICES was funded by Women's Educational Equity Act Program (WEEAP).

-----Female Leaders for Administration and Management in Education (FLAME) sponsored interns who took leaves of absence to pursue full-time graduate work.

-----Women in School Administration (WISA) provided field-based courses in an effort to recruit women in rural areas and provide a statewide recruitment and selection pool. It offered workshops on conflict management, the study of power and leadership, time management and assertiveness training. WISA interns trained for 10 months in rural settings. WISA was funded by Women's Educational Equity Act Programs (WEEAP).

-----Assisting Women to Advance through Resources and Encouragement (AWARE) provided workshops at six project sites and hosted annual AASA meetings on topics such as networking, self-concept, enlisting sponsors, and interviewing techniques. These programs were targeted at women aspirants who desired to develop their leadership skills and to establish networks.

-----Women in Administration Training Project, Hofstra University. Approximately 250 women administrators have participated. They have been provided with a resource book and annual reunions.

-----Summer Institute for Women in Educational Administration, Bryn-Mawr College. Funded by Higher Education Resources Service (HERS).

-----Women and Administration Institute (WAI), University of Southern Florida. Funded by Women's Educational Equity Act Program (WEEAP).

-----Institute for Administrative Advancement (IAA), University of Wisconsin-Madison. Funded by the Carnegie Foundation.

-----Administrative Internship Program (AIP), Cedar Crest College, Funded by the Carnegie Foundation.

-----San Diego Minority and Women Administrators' Training Project, San Diego State University. Funded by the Carnegie Foundation.

-----Leadership Skills for Women Administrators, University of South Carolina. Partially funded by LEAD, U.S. Department of Education.

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ADMINISTRATOR QUESTIONS

1.Please describe the administrator training program for minorities/women in your school district or organization (response should be more in-depth than what was said on the original survey).

a)Probe: if specific activities are not stated, probe until these are made explicit.
b)Probe: if specific purposes of the program are not stated, probe until these are made explicit.

2.How did the program originate?

3.How would you describe the content of your program?

4.How would you describe the leadership and support in your district/organization for this program?

a)Probe: at the district/university level?
b)Probe: at the building/college level?

5.How would you describe the current success of the program?

6.How would you describe the prospects for the future of your program?

PARTICIPANT QUESTIONS

1.Please describe the administrator training program for minorities in your school district (response should be more in-depth than what was said on the original survey).

a)Probe: if specific activities are not stated, probe until these are made explicit.
b)Probe: if specific purposes of the program are not stated, probe until these are made explicit.

2.How would you describe the content of the program?

3.How would you describe the leadership and support for this program:

a)Probe: at the district level
b)Probe: at the building level

4.How would you describe the current success of this program?

5.What would you like to see in this program in the future?

6.Describe the activities that were most helpful in preparing you for an administrative position.

7.Describe the activities that were least helpful in preparing you for an administrative position.

8.If given the opportunity, how would you structure an administrator training program for female or minorities?